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and exaggerated expectations at first cherished by the inhabitants as to the benefits to be derived from American rule, there was sure to be a certain revulsion of feeling, accentuated by the sense of having broken with old ties, traditions and habits ; and this feeling was no doubt further aggravated by the attempt at one time made. but in the end defeated by the decision of our Supreme Court, to apply to the inhabitants our immigration laws, just as in the case of aliens. All these things have to be taken into account in estimating the situation in Porto Rico.

J. B. MOORE.

The National Administration of the United States of America.

By JOHN A. FAIRLIE, PH. D. N. Y., The Macmillan Company. 1905.
—xi, 274 pp.

It is somewhat singular that although we have been overwhelmed in recent years with a flood of treatises on the history, the constitution and the government of the United States, not until now has anyone essayed the task of preparing a comprehensive and systematic work on the organization and the administrative activities of the national government. It is undoubtedly true, as Professor Fairlie points out, that the important domestic problems confronting the national government at the present time are those of administration, and that they must in the future command the attention which was formerly bestowed upon questions of constitutional law. It is essential therefore that American students should take up in a more systematic manner the study of administrative law and organization ; for it cannot be denied, Mr. Dicey's opinion to the contrary notwithstanding, that there is an administrative law of the United States and that it is destined to occupy a place of increasing importance in our federal jurisprudence. The book which Professor Fairlie has given us is a highly praiseworthy contribution to a hitherto neglected subject, and it is no exaggeration to say that it will prove of inestimable value to college teachers and students. The scope of the work is comprehensive and the arrangement excellent. In all there are seventeen chapters dealing with the administrative powers of the president, of the Senate and of Congress ; the organization and functions of the cabinet ; the principles of administrative organization ; the history, organization and activities of the nine executive departments ; and the work of the various detached bureaus, such as the civil service and interstate commerce commissions, the government printing-office, the library of Congress and the Smithsonian institution. Each chapter is prefaced by a bibliography of select references to the literature of the subjects treated therein, and there is a table of cases at the

to special review by the royal supervisory administrative authorities, leading from one instance to another with plentiful red tape along the route, with the possibility that in the end a disallowance might overturn the proposed increase and derange the whole financial system of the city. As chronic friction exists between the liberal municipal council of Berlin and the conservative officers of the royal administration, it is not hard to understand why the city does not put its head into this lion's mouth. The practical consequences of the present state of affairs are, first, that the city is not in a position to develop the *real* taxes which according to the intent of the municipal tax law of 1893 were to constitute its main support, and, second, that it is obliged to retain and depend upon its additions to the state income tax as far as it can do so without royal interference.

This amounts to saying that the much heralded municipal tax law of 1893 has failed to a large extent, and that the failure is due to defects inherent in the law itself. Not only in Berlin is this difficulty felt. A recent national convention of city officials (*Städte-tag*) unanimously declared in favor of a change in the method of *Kontingentierung* in such a manner that municipal *real* taxes might be more fully developed. A similar resolution was adopted by the Berlin council, although not a few of its members declared that requests of this character were nothing more than pious hopes. Final action in the matter rests of course with the Prussian legislature. If the point should become a live issue, as sooner or later it must, a powerful opposition must be expected from city land-owners who fear that, once the limitations imposed by the state are raised, the tax screw will come down upon them with crushing pressure. Since one-half of the members of Prussian city councils must by law be composed of house-owners,¹ favorable action by the state will by no means be decisive, but will simply transfer the fight from the Landtag to city councils all over the country.

¹ Cf. article on "The Three-Class Election System in Prussian Cities," *Municipal Affairs*, vol. iii (1899), p. 408.

Dyne, *Citizenship*, p. 237). Some account ought to be given of the local administration of the pension system. Nothing is said of the part played by the boards of examining surgeons, of which there are more than 1300 in the several states, nor of the designated single surgeons and specialists, of whom there are over three hundred throughout the country. In the account of the administration of the patent office an erroneous impression is given by the statement that "a fee of \$35 must be paid by the applicant" (p. 211). If the patent is disallowed the fee is only \$15. The decision of the commissioner is not final in cases of application for a patent (p. 211); an appeal lies from his decision to the court of appeals of the District of Columbia. The organization and activities of the public health and marine hospital service are not satisfactorily explained (p. 129). No mention is made of the national quarantine stations, while the references to the interstate quarantine law of 1890 and the maritime quarantine act of 1893 are too brief and vague to be of much value. More important still, from an administrative point of view, no idea is given of the peculiar relation between the state and national systems of quarantine (see Revised Statutes, sec. 4792, also sec. 3, act of Feb. 15, 1893) as a result of which the efficiency of the national service is greatly impaired (see Walter Wyman, *Quarantine and Commerce*, pp. 13, 14). Nothing is said of the extent to which state administration of maritime quarantine has been voluntarily surrendered to the national government in pursuance of the act of 1893 nor of the additional duties imposed upon the service by the act of 1902 to regulate interstate traffic in serums, viruses and toxins. The official title of the head of the service is "supervising surgeon general" (p. 129). The marine hospitals are no longer supported by a tax on the wages of seamen. Since 1884 the expense of maintenance has been borne by the United States out of the receipts from a tonnage duty. Criticism of a similar character might be made of the author's review of immigration legislation and administration (pp. 245, 246). No mention is made of the immigration act of 1903, nor are anarchists, professional beggars and persons whose passage is paid by others mentioned in his list of excluded classes (p. 245). There is a bare reference to the Chinese exclusion laws of 1882 and 1888 but none to the more recent act of 1902 nor to the administration of the law. Concerning the administration of the general immigration acts too little is said, no mention being made of the boards of special inquiry, of manifests, of detention, of deportation or the immigration inspection service in foreign ports. Possibly the value of the bibliographies might be slightly improved by the addition of the following

references : chapter i, V. T. Wilson, *Federal Aid in Domestic Disturbances* and D. Y. Thomas, *Military Government of Newly Acquired Territory*; chapter vi : *The American Passport* (Government Printing Office, 1898) ; chapter xii : R. Weil, *Legal Status of the Indian* and E. Womack, *History and Business Methods of the Department of the Interior*; chapter xv : *Organization of the Department of Agriculture* (Washington, 1904) ; chapter xvi : Hillyer, *Organization and Law of the Department of Commerce and Labor* (Washington, 1904).

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Proceedings of the American Political Science Association, held at Chicago, December 28-30, 1904. Vol. I.—249 pp.

The opening paper of these proceedings, the address of the president, Professor Frank J. Goodnow, on "The Work of the American Political Science Association," is of particular interest as a preliminary survey of the association's field of activity. In a brief analysis the several divisions of its work are thoroughly correlated. The object of study is, in brief, the state. To the realization of the state will, its formation, expression and execution are necessary. The formation and expression of the state will involve the study of political theory, of constitutional law and of extra-legal custom and organization, such as nomination methods and the political party. The content of the state will is ordinarily considered to be the law, both public and private. A convincing argument for the inclusion of much of the private law is incorporated, and a knowledge of the public law is pronounced essential to any one in any sense a student of political science. Finally the execution of the state will, a subject which has never received the attention it deserves, involves "the ascertainment and application of correct principles of administration," and thus, primarily, the study of administrative law.

Many of the subjects thus enumerated in the president's address are represented in the papers which follow. The first session was devoted largely to international law. The subjects were of timely interest. Professor Theodore S. Woolsey, discussing "The Beginnings of War," distinguished sharply the beginnings from the declaration of war. The declaration of war, when subsequent to its commencement, is for domestic purposes, and when omitted it is with no intent to deceive, but as a mere superfluity. The actual moment at which war begins was discussed at some length. Professor George G. Wilson's address on "Unneutral Service" emphasized the importance of clear